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ABSTRACT

Changes in institutional viability were studied for Tuskegee Institute and six black land grant institutions that had received grants between 1974-1977 from the federal Advanced Institutional Development Program (AIDP). The study instrument consisted of 59 financial and nonfinancial indicators, most of which were developed by Kevin J. Gilmartin. To determine the impact of the AIDP grant on the indicators, administrators responding to the survey assessed the institution for the year that the institution's grant began and changes occurring by the year after the grant ended. The AIDP grant had a moderate impact on changes in institutional viability for each of the seven institutions. As perceived by the administrators, curriculum improvement activities had the most impact on measures of institutional viability, followed by administrative improvement. Four of the institutions reported an increase in: government appropriations per full-time equivalent student, tuition and fees per student, full-time equivalent enrollment, and number of faculty. Five of the institutions reported an increased in instructional expenditures per full-time equivalent student, while six institutions reported an increase in total current fund expenditure per full-time equivalent student. (SW)

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IMPACT OF THE ADVANCED INSTITUTIONAL DEVELOPMENT PROGRAM ON THE INSTITUTIONAL VIABILITY OF SEVEN BLACK 1890 LAND GRANT INSTITUTIONS

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IMPACT OF THE ADVANCED INSTITUTIONAL DEVELOPMENT PROGRAM ON THE INSTITUTIONAL VIABILITY OF SEVEN BLACK 1890 LAND GRANT INSTITUTIONS

Statement of the Problem

Although the largest federal aid program for higher education is the student aid program, one other program has had an enormous impact on the institutions which have received it. This is especially true for the Historically Black Institutions. The program is Title III of the Higher Education Act of 1965 which provides direct institutional aid to two- and four-year institutions.

Throughout its 20-year history Title III has also created a great deal of controversy. Charges that the program could not be properly evaluated because of its vaguely stated goals and that proper monitoring had not taken place have come from many directions. Many of the changes made in the Title III program through its various amendments were, in part, in response to these criticisms.

The criticisms stem from two major problems. The first problem relates to the goals of the program. In 1965, Congress passed P.L. 89-329, of which title III of the act provided a five-year program of grants to institutions of higher education and to teaching fellows to assist in raising the quality of developing institutions.

In his book, Public Policy and College Management, Edward St. John states that the legislative history of Title III until 1977 showed conflicting goals. One one hand, arguements have

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stressed that Title III funds could be used to facilitate a development sequence for higher education institutions which would experience an up-and-out phenomenon as they progressed along this route. On the other hand, Title III funding regulations have encouraged institutions to maintain activity levels that insured their eligibility for the program. (St. John, 1981) In the congressional hearings for the 1980 education amendments, it was stated that no one school had "graduated" from the program since its inception in 1966.

A second problem stated by the critics and participants of the Title III program was: just which institutions are developing institutions, and what criteria were to be used to define developing institutions?

Although eligibility criteria have never emphasized the racial composition of applicants, there has been a relationship between Title III and the Traditionally Black Colleges. The Title III eligibility proposed by the Office of Education during Fall 1978 was an attempt to move away from the growth-oriented criteria and to preserve and formalize the relationship between Title III and the Traditionally Black Colleges. The assumption was that these institutions had larger enrollments of low-income and minority students than some of the more recent recipients. However, other constituencies began to have a larger stake in the Title III program, and when the 1980 amendments were passed, approximately 1,200 colleges became eligible to apply for the Title III funding.

Since no institution had successfully completed its grant and left the Title III program, the problem for the Federal government, individual institutions, and researchers was to find a way to measure the effectiveness of the program. One possible way to measure the success of the program was to use measures of institutional viability.

No standard measure of institutional viability has been developed. However, several instruments have been developed over the past ten years. While most of these instruments have been developed to measure institutions "in distress", these measures could also be used to measure change among the various factors at each institution during the time period of the institution's AIDP grant.

Most studies on institutional viability are based upon various financial and enrollment data. These data allowed the researchers to quantify the situation of the institutions. Data from various sources such as HEGIS reports, audit reports, and questionnaires were used. Each of these sources had its limitations, and all the data collection methods were time consuming.

However, in 1979 Gilmartin developed longitudinal files for the years 1974-75 to 1977-78 for each institution, using HEGIS reports as his primary source of information. These files were computerized and made available to institutions which wished to analyze their situations. From these files, Gilmartin identified sixty-one variables that would measure an institution's viablity

These measures were numerous and flexible enough to be used for both public and private institutions.

The effectiveness of the AIDP grants at the 1890 Black Land Grant institutions could possibly be measured by studying the changes in the 61 variables, plus the variable, number of degrees awarded, from the base year of the grant to the year after the grant ended. The amount of change and the direction of change should give a clear indication as to whether an institution improved its viability. Three specific research questions were formulated:

1. What are the changes of institutional viability as measured by the 62 variables of those institutions involved in the Advanced Institutional Development Program from the base year to the year after the completion of the grant?

2. Which of the factors in the measures of institutional viability show the most significant changes?

3. Which of the activities funded through the Advanced Institutional Development Program, as perceived by the presidents, were most influential in the change in the measures in institutional viability?

Methodology

The population for this study was defined as the nine 1890 Black Land Grant Institutions and Tuskegee Institute that had received AIDP grants between the years of FY1974 and FY1977. All but one of the institutions were publicly supported universities or colleges; and, although there had been student population shifts in some of the institutions, all were considered to be Historically Black Institutions.

Of the ten institutions identified for the study, seven

participated. Six of the participating institutions were designated land grant institutions under the Morrill Act of 1890. The seventh institution, Tuskegee Institute, was not among the original land grant institutions, but it is included in this group because it now shares in the Morrill Act funds based upon its agricultural research.

The instrument used for the survey was a list of the 61 financial and nonfinancial indicators developed by Kevin J. Gilmartin at the American Institutes for Research. One measure was added, number of degrees awarded.

The data for each institution were collected for the year the AIDP grant began and the year after it ended. Most of the data was supplied by the National Institute for Independent Colleges and Universities via a computer tape. The data supplied were for the years FY1975 through FY1981. The data for FY1974, FY1982, and FY1983 were collected directly from HEGIS reports requested from the individual institutions.

The survey instrument was divided into three parts. The first part of the survey listed the 62 measures. The administrators at each institution were asked to decide whether each item listed was a valid measure of institutional viability. The participants were asked to mark the item a positive measure, not a valid measure, or a negative measure of institutional viability.

The second part of the survey listed the data for each of the measures for the year the institution's grant began and the

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year after the grant ended. The participants were asked to study the data for the two years and decide what impact, if any, the Title III AIDP grant had on the changes in the two years being compared. Participants were to mark on a scale of 1 to 5 with 1 representing no impact and 5 representing great impact.

The third part of the instrument contained a list of descriptive questions about the AIDP activities. The participants were asked to answer the following questions:

1. List and give a brief description of each activity in the grant.
2. Which of the activities are now funded by the institution?
3. Which are still funded by federal funds?
4. Were any of the activities dropped? Why?
5. Which of the activities have been the most effective? Why?

The surveys were studied to see if there were any problems with the individual measures. Three measures were eliminated since they did not apply to all institutions, and not all of the participants responded to the three items. The three items were (5) Local Appropriations as a Percent of Total Current Fund Revenues; (58) Private College Tuition for Undergraduate Students; (59) Private College Tuition for Graduate Students.

To analyze the data, the 59 measures were grouped into the following eleven categories: 1. Indicators of Reliance of Various Sources of Revenues--9 measures; 2. Indicators of Revenues Per Student or Faculty Member--6 measures; 3.

Indicators of Net Revenues (Revenues Minus Expenditures)--3 measures; 4. Indicators of the Distribution of Educational and General Expenditures--2 measures; 5. Indicators of the Distribution of Current Fund Expenditures--10 measures; 6. Indicators of Expenditures per Student or Faculty Member--5 measures; 7. Ratios of Scholarship Expenditures to Tuition Revenues--2 measurs; 8. Indicators Concerning Fund Balance--7 measures; 9. Indicators of Plant Assets and Indebtedness--4 measures; 10. Indicators Concerning Enrollment and Faculty Members--7 measures; and 11. Indicators of Student Tuition and Fees--4 measures.

Findings

Overall the changes in the 59 variables studied were mixed for the seven institutions. These variables have been grouped into the above-mentioned eleven categories. No one category had an absolute increase or decrease in the changes in the variables. In the first category, Indicators of Reliance of Various Sources of Revenues, the changes from the base year to the year after the grant were mixed. In the second category, Indicators of Revenues per Student or Faculty Member, a majority of the institutions reported an increase in four of the six variables. The data for the three variables in the next category, Indicators of Net Revenues, were mixed. The changes in the next category, Indicators of the Distribution of Current Fund Expenditures, were mixed. Most of the institutions reported increases in four of the five variables in the category. Indicators of Expenditures

per Student or Faculty Member. There were mixed results in the two variables for Ratios of Scholarship Expenditures to Tuition Revenues. Most of the institutions reported decreases in the seven variables in the category Indicators Concerning Fund Balance. The majority of the institutions recorded an increase in only one of the variables in the category Indicators of Plant Assets and Indebtedness. In the category, Indicators Concerning Enrollment and Faculty Members, the changes were mixed. In the last category, Indicators of Student Tuition and Fees, six of the institutions had tuition increases for in-state students and five of the institutions had tuition increases for out-of-state students. All seven institutions increased their room and board charges.

To determine which of the variables had the most significant change, the mean change for each variable was computed, and then the mean deviation was computed. Those variables which showed a change greater than the mean and greater than the mean deviation were considered to have changed signficantly. When the variables from each institution that showed the most signficant changes were grouped into categories, most of the variables that had significant changes were grouped into seven of the eleven categories. The categories were: (1) Indicators of Reliance of Various Sources of Revenues, (3) Indicators of Net Revenues, (4) Indicators of the Distribution of Educational and General Expenditures, (5) Indicators of the Distribution of Current Fund Expenditures, (9) Indicators of Plant Assets and Indebtedness,

(10) Indicators Concerning Enrollment and Faculty Members, and (11) Indicators of Student Tuition and Fees.

The responses for the validity of the measures and the impact of AIDP on the measures were computed for each institution. The responses were then grouped into the eleven categories showing the percent of concensus on the validity of the measures and average impact of AIDP on the measures. The same was done for the funding categories of curriculum improvement, academic support, student support, and administrative improvement activities. The results were then plotted on graphs which are on the next few pages.

The responses of the administrators from the seven institutions indicated a high consensus on the validity of the measures and a high degree of impact of the AIDP grant in five of the categories. The categories with high validity and high impact were as follows: (4) Indicators of the Distribution of Educational and General Expenditures with a 100% consensus on validity and an impact of 3.29; (10) Indicators Concerning Enrollment and Faculty Members with a consensus of 77.60% and an impact of 2.96; (2) Indicators of Revenues per Student or Faculty Member with a consensus of 78.60% and an impact of 2.86; (1) Indicators of Reliance of Sources of Revenues with a consensus of 82.50% and an impact of 2.81; and (6) Indicators of Expenditures per Student or Faculty Member with a consensus of 78.60% and an impact of 2.69.

The responses also showed that four of the categories were

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low in the validity of the measures and on the impact of the AIDP on these measures. These were: (8) Indicators Concerning Fund Balance with a consensus on validity of 68.60% and an impact of 1.88, (7) Ratios of Scholarship Expenditures to Tuition and Fees with a consensus of 64.30% and an impact of 1.79; (11) Indicators of Student Tuition and Fees with a consensus of 71.40% and an impact of 1.43; and (9) Indicators of Plant Assets and Indebtedness with a consensus of 46.40% and an impact of 1.32.

The lists of activities that were most effective according to the responses by the administrators were grouped into the AIDP funding categories of curriculum improvement, academic support, student support, and administrative improvement. The consensus and impact of these activities were computed and charted.

Six of the seven institutions indicated that some of their most effective activities of the AIDP grant were in the category of curriculum improvement. Those categories that were high on the validity of measures and on the impact of the curriculum improvement activities were: (4) Indicators of the Distribution of Educational and General Expenditures with a consensus of 100% and an impact of 3.08; (2) Indicators of Revenues per Student or Faculty Member with a consensus of 80.56% and an impact of 2.94; (10) Indicators Concerning Enrollment and Faculty Members with a consensus of 80.95% and an impact of 2.93; (3) Indicators of Net Revenue with a consensus of 83.33% and an impact of 2.89; (1) Indicators of Reliance of Various Sources of Revenues with a consensus of 83.33% and an impact of 2.85; and (6) Indicators of

Expenditures per Student or Faculty Member with a consensus of 83.33% and an impact of 2.80.

The curriculum improvement activities had the least consensus of validity and impact on the following categories: (7) Ratios of Scholarship Expenditures to Tuition Revenues with a consensus of 66.67% and an impact of 1.92; (8) Indicators Concerning Fund Balance with a consensus of 65.71% and an impact of 1.83; (11) Indicators of Student Tuition and Fees with a consensus of \$66.67% and an impact of 1.50; and (9) Indicators of Plant Assets and Indebtedness with a consensus of 50.00% and an impact of 1.21.

Three institutions listed academic support activities as some of their most effective activities. Those categories that the respondents agreed had high validity as measures of institutional viability and on which the academic support activitites had a high impact were: (2) Indicators of Revenues per Student or Faculty Member with a consensus of 83.33% and an impact of 3.11; (4) Indicators of the Distribution of E & G Expenditures with a consensus of 100.00% and an impact of 3.00; (1) Indicators of Reliance of Various Sources of Revenues with a consensus of 85.19% and an impact of 2.96; (6) Indicators of Expenditures per Student or Faculty Member with a consensus of 86.67% and an impact of 2.87; and (10) Indicators Concerning Enrollment and Faculty Members with a consensus of 85.71% and an impact of 2.81.

Those categories that had the least amount of validity and

on which the academic support activities had a low impact were: (7) Ratios of Scholarship Expenditures to Tuition Revenues with a consensus of 66.67% and an impact of 2.67; (8) Indicators Concerning Fund Balance with a consensus of 66.67% and an impact of 2.29; (11) Indicators of Student Tuition and Fees with a consensus of 66.67% and an impact of 1.63; and (9) Indicators of Plant Assets and Indebtedness with a consensus of 66.67% and an impact of 1.25.

Three institutions listed student support activities as some of their most effective activities. The categories that the respondents indicated had a high validity as measures of institutional viability and on which the student support activities had a high impact were: (4) Indicators of the Distribution of E & G Expenditures with a validity of 100.00% and an impact of 2.67; (10) Indicators Concerning Enrollment and Faculty Members with a consensus of 71.43% and an impact of 2.67; (1) Indicators of Reliance of Various Sources of Revenues with a consensus of 74.07% and an impact of 2.33; (2) Indicators of Revenues per Student or Faculty Member with a consensus of 72.22% and an impact of 2.28; (6) Indicators of Expenditures per Student or Faculty Member with a consensus of 80.00% and an impact of 2.13; and (5) Indicators of Distribution of Current Fund Expenditures with a consensus of 83.33% and an impact of 1.83.

The categories that the respondents indicated had low validity as measures of institutional viability and on which the student support activities had low impact are: (3) Indicators of

Net Revenues with a consensus of 33.33% and an impact of 1.67; (8) Indicators Concerning Fund Balance with a consensus of 23.81% and an impact of 1.43; (9) Indicators of Plant Assets and Indebtedness with a consensus of 16.67% and an impact of 1.25; (11) Indicators of Student Tuition and Fees with a consensus of 66.67% and an impact of 1.17; and (7) Ratios of Scholarship Expenditures to Tuition Revenues with a consensus of 50.00% and an impact of 1.00.

Four of the institutions listed administrative improvement activities as some of their most effective activities. The categories that the respondents indicated had high validity as measures of institutional viability and on which administrative improvement activities had high impact were: (2) Indicators of Revenues per Student or Faculty Member with a consensus of 79.17% and an impact of 2.75; (10) Indicators Concerning Enrollment and Faculty Members with a consensus of 78.57% and an impact of 2.64; (4) Indicators of the Distribution of E & G Expenditures with a consensus of 100.00% and an impact of 2.63; (6) Indicators of Expenditures per Student or Faculty Member with a consensus of 95.00% and an impact of 2.55; and (1) Indicators of Reliance of Various Sources of Revenue with a consensus of 80.56% and an impact of 2.53.

The categories that the respondents indicated had low validity as measures of institutional viability and on which the administrative improvement activities had low impact are: (8) Indicators Concerning Fund Balance with a consensus of 42.86% and

an impact of 1.82; (11) Indicators of Student Tuition and Fees with a consensus of 37.50% and an impact of 1.58; (7) Ratios of Scholarship Expenditures to Tuition Revenues with a consensus of 62.50% and an impact of 1.50; and (9) Indicators of Plant Assets and Indebtedness with a consensus of 62.50% and an impact of 1.25.

Conclusions

Based upon the findings of this research, the following conclusions were reached:

1. The changes of institutional viability, as measured by the 59 variables studied, were mixed for those institutions involved in the Advanced Institutional Development Program from the base year to the year after the completion of the grant for each of the institutions studied. While the institutions cannot be compared to each other because of different base years and different years for the end of the grant, the variables were grouped into eleven categories according to the content of the variables. No one category had an absolute increase or decrease in the changes in the variables for the seven institutions.
2. The AIDP grant had a moderate impact on the changes in institutional viability for each of the seven institutions. As perceived by the administrators, curriculum improvement activities had the most impact on measures of institutional viability with six of the seven institutions listing curriculum improvement activities.

3. Given the limitations of the external elements such as federal funding from the Department of Agriculture for the 1890 land grant status, the administrators' understanding of the measures of institutional viability, the involvement of six of these institutions in state-wide desegregation plans, the changing economy during this period, and the changing demographics in the United States, it is difficult to determine if the AIDP grant did strengthen these institutions. However, data from specific measures and from five of the follow up questions asked to ascertain more specific information on the institutions and their grants, did indicate that certain areas of the institutions have been strengthened. Assuming that survivability of an institution is dependent upon stable or increasing enrollment, a qualified faculty that is stable, and stable or increased expenditures per student, then the surveys showed that the AIDP grant had a positive impact on each of the institutions in these areas. Four of the institutions reported an increase in government appropriations per FTE student, tuition and fees per student, FTE enrollment, and in number of faculty. Five of the institutions reported an increase in instructional expenditures per FTE student, while six institutions reported an increase in total current fund expenditure per FTE student. Student faculty ratio stabilized at about 15/1. Salary increases, which help with retention of faculty, increased in all six institutions that

reported changes in salaries. The increases ranged from $2,800.00 to $15,628.00. The greatest impact of AIDP on these institutions was in the area of curriculum development. New programs were established in fields where Blacks have traditionally been underrepresented. Also, the basic skills programs in these institutions increased the chances of the underprepared students of succeeding. These two activities helped to stabilize or increase the enrollment at each of these institutions. After curriculum improvement activities, administrative improvement activities had the most impact on these institutions. The development of an MIS at each of these institutions, which would not have been done without AIDP funds, improved administrative practices, and thus improved the fiscal management of these institutions. Lastly, the administrators at all these institutions believe they have been strengthened to a point where either they have applied for an endowment grant or are planning to. These endowment grants require a dollar-for-dollar match, and the administrators at the institutions believe they will be successful in raising the required matching funds.

FIGURE 1

EFFECT OF AIDP ON INSTITUTIONAL VIABILITY

VALIDITY OF MEASURES VS IMPACT OF GRANT ON CATEGORY OF MEASURES

N = 7

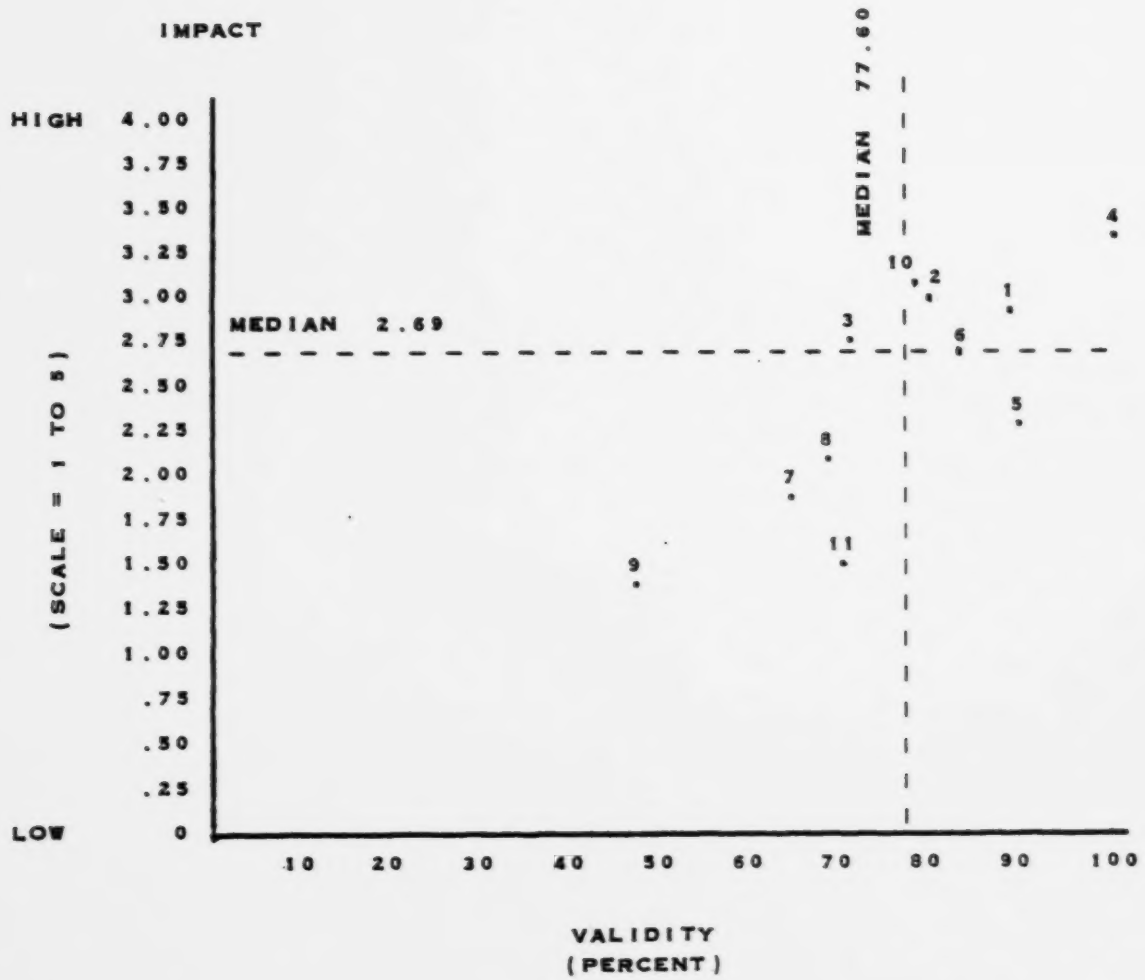


FIGURE 2

EFFECTIVENESS OF CURRICULUM IMPROVEMENT ACTIVITIES

VALIDITY OF MEASURES VS IMPACT OF GRANT ON CATEGORY OF MEASURES

N = 6

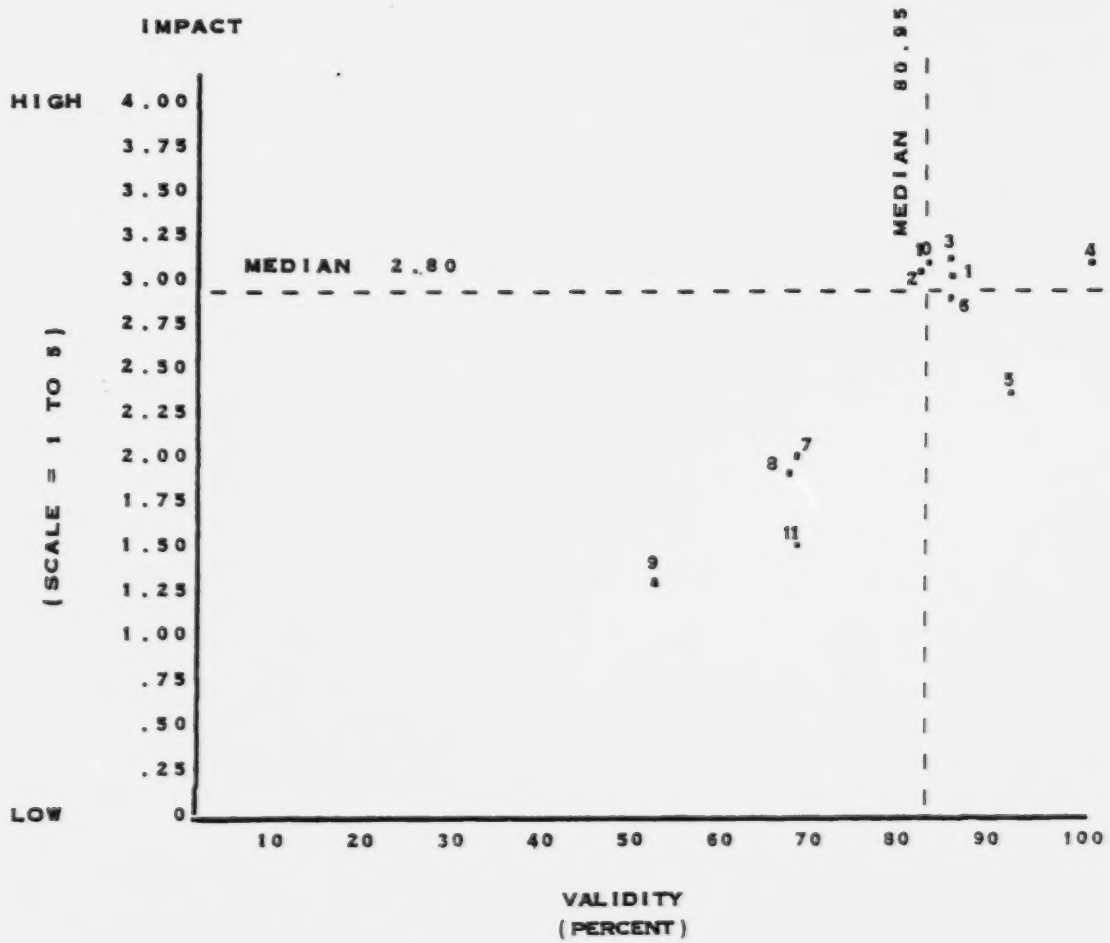


FIGURE 3

EFFECTIVENESS OF ACADEMIC SUPPORT ACTIVITIES

VALIDITY OF MEASURES VS IMPACT OF GRANT ON CATEGORY OF MEASURES

N = 3

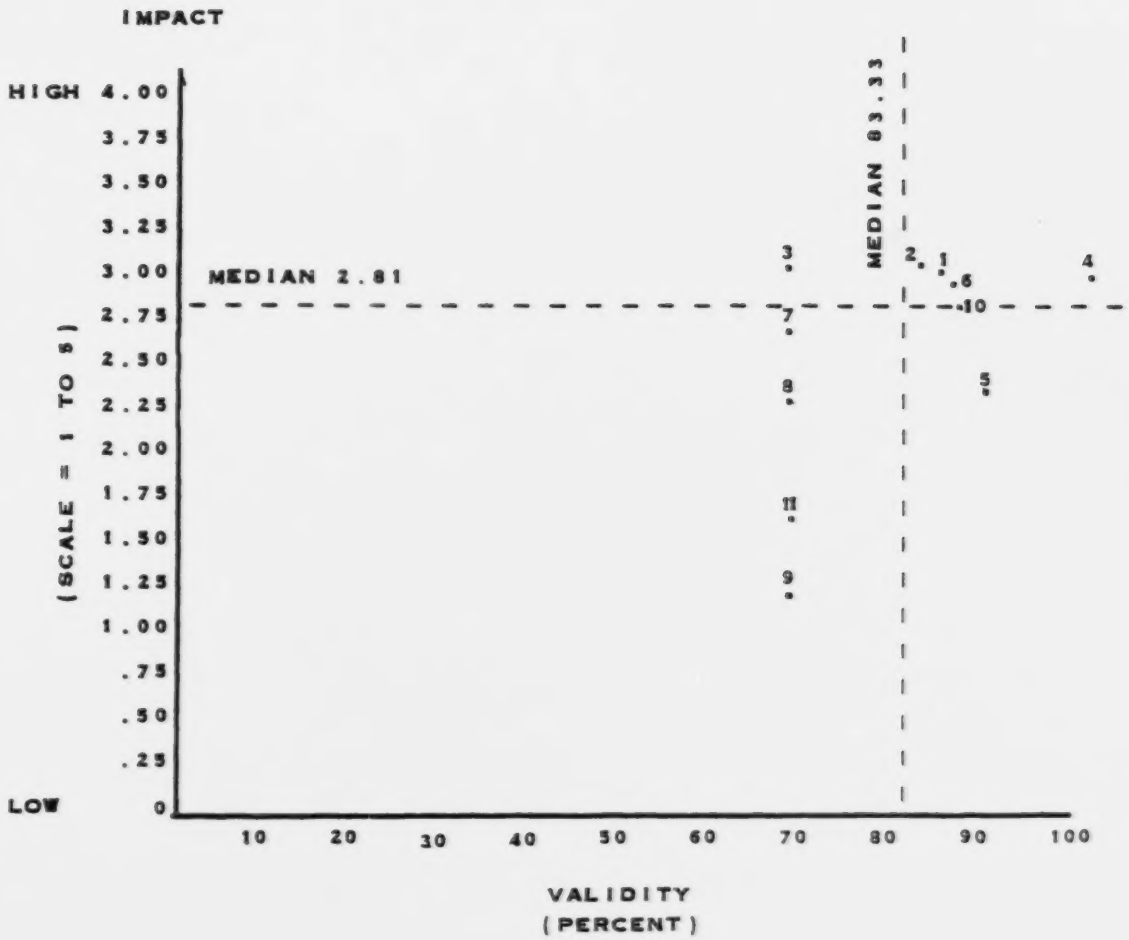


FIGURE 4

EFFECTIVENESS OF STUDENT SUPPORT ACTIVITIES

VALIDITY OF MEASURES VS IMPACT OF GRANT ON CATEGORY OF MEASURES

N = 3

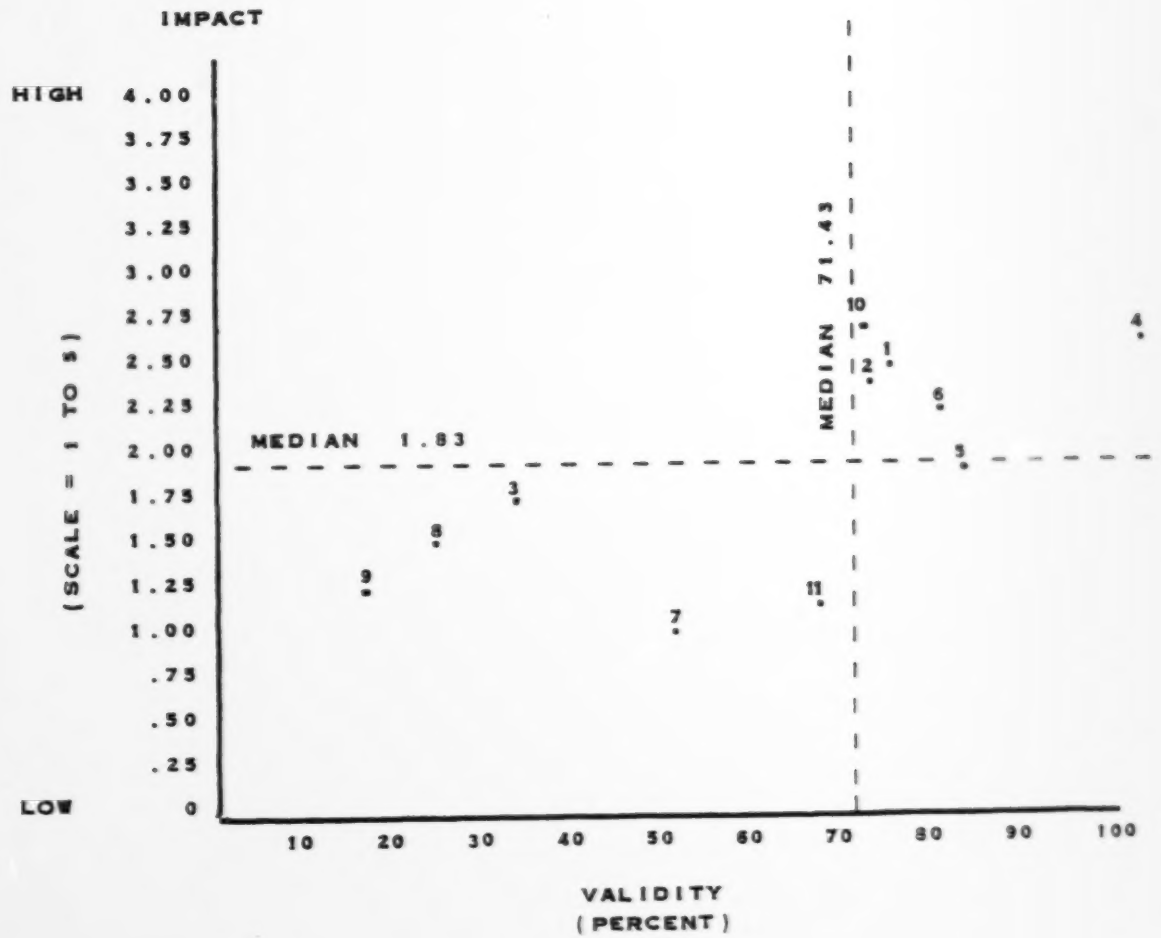
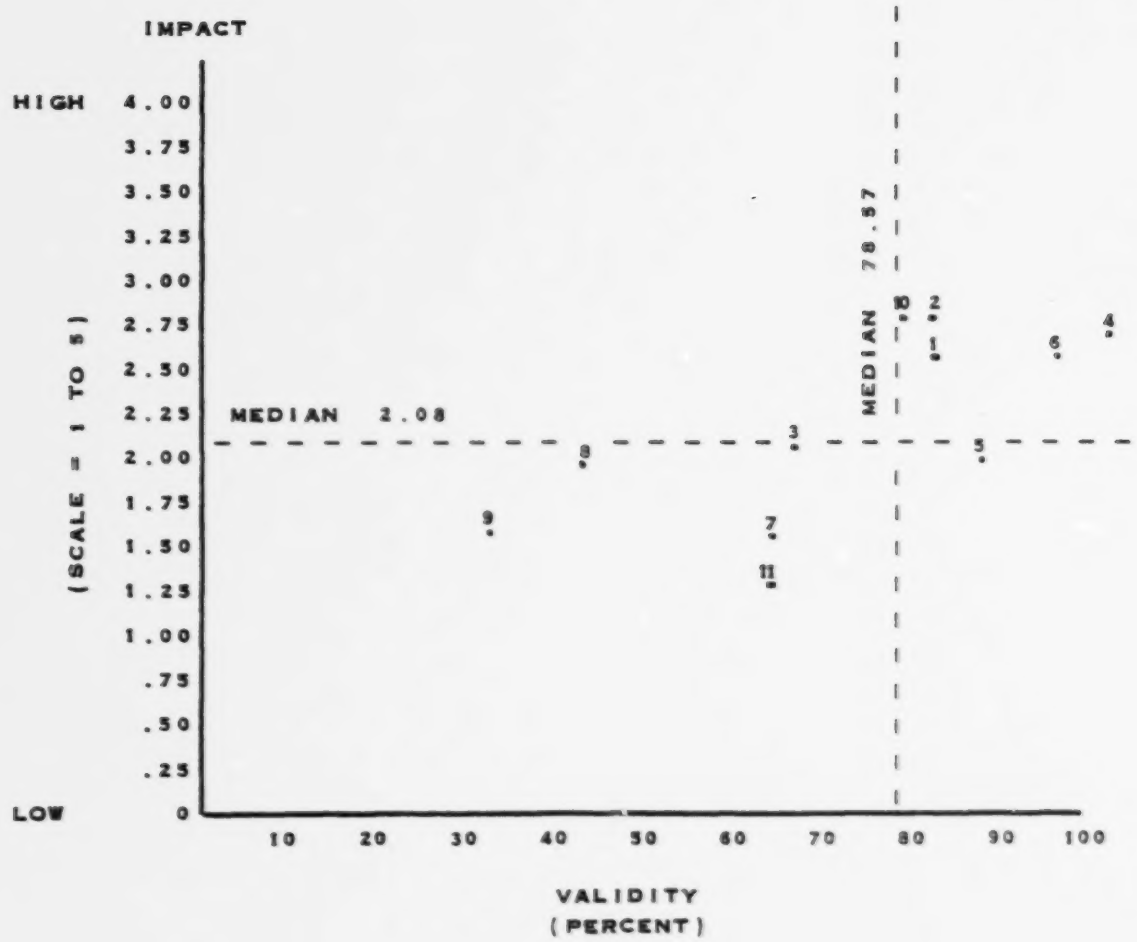


FIGURE 5

EFFECTIVENESS OF ADMINISTRATIVE IMPROVEMENT ACTIVITIES

VALIDITY OF MEASURES VS IMPACT OF GRANT ON CATEGORY OF MEASURES

N = 4



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